

### Policy Goals

### Status

**1. Setting Clear Expectations for Teachers**

Namibia has established clear expectations for what students should learn and what teachers should do. However, the proportion of teachers' working time could be increased for tasks related to instructional improvement.



**2. Attracting the Best into Teaching**

Teacher qualifications and remuneration are improving, and steps are being taken to ensure a fully qualified and regulated teaching profession. Working conditions, especially in remote areas, may not appeal to talented candidates.



**3. Preparing Teachers with Useful Training and Experience**

The minimum qualification required to become a teacher is lower than that required by most effective education systems, but a process has begun to upgrade this requirement.



**4. Matching Teachers' Skills with Students' Needs**

More incentives are necessary to attract qualified teachers to teach specialized subjects and work in hard-to-staff schools in Namibia.



**5. Leading Teachers with Strong Principals**

School principals are not required to have a qualification in school management and insufficient guidance is given to principals concerning their role as instructional leaders.



**6. Monitoring Teaching and Learning**

Information on learner achievement is available and disseminated throughout the education system. Teachers are not evaluated according to standardized systems.



**7. Supporting Teachers to Improve Instruction**

Namibia lacks adequate support mechanisms that align professional development opportunities with needs identified through teacher evaluation.



**8. Motivating Teachers to Perform**

Mechanisms are in place to pay more to teachers who perform well, although they have not yet been implemented.



Data collection on Namibia's teacher policies was completed in 2015. Consequently, the findings in this report reflect the status of the country's teacher policies at that time.

## Overview of SABER-Teachers

There is growing interest across the globe in attracting, retaining, developing and motivating great teachers. Student achievement has been found to correlate with economic and social progress (Hanushek and Woessmann, 2007, 2009; Pritchett and Viarengo, 2009; Campante and Glaeser, 2009). Teachers are the key. Recent studies have shown that teacher quality is the main school-based predictor of student achievement; several consecutive years of outstanding teaching can offset the learning deficits of disadvantaged students (Hanushek and Rivkin, 2010; Rivkin, Hanushek and Kain, 2005; Nye and Hedges, 2004; Rockoff, 2004; Park and Hannum, 2001; Sanders and Rivers, 1996). However, formulating appropriate teacher policies to ensure that every classroom has a motivated, supported and competent teacher remains a challenge. Evidence on the impacts of many teacher policies remains insufficient and scattered, the impact of many reforms depends on specific design features, and teacher policies can have quite different impacts depending on the context and other education policies already in place.

**SABER-Teachers aims to help fill this gap by collecting, analysing, synthesizing and disseminating comprehensive information on teacher policies in the primary and secondary education systems around the world.** SABER-Teachers is a core component of SABER (Systems Approach for Better Education Results), an initiative of the World Bank Education Global Practice. SABER collects information on the policy domains of different education systems, analyses it to identify common challenges and solutions, and makes this information widely available to inform countries' policy-makers on where and how to invest to improve the quality of education.

**SABER-Teachers collects data on ten core areas of teacher policy to offer a comprehensive descriptive overview of the policies in place in each participating education system (Box 1).** Data are collected in each participating education system by a specialized

consultant using a questionnaire so as to ensure the comparability of information across different education systems. Data collection focuses on the rules and regulations governing teacher management systems. This information is compiled in a comparative database. Interested stakeholders can access the database for detailed information, which is organized into categories that describe how different education systems manage their teaching force, as well as copies of supporting documents. The full database is available on the [SABER website](#).

### Box 1. Teacher policy areas for data collection

1. Requirements to enter and remain in teaching
2. Initial teacher education
3. Recruitment and employment
4. Teachers' workload and autonomy
5. Professional development
6. Compensation (salary and non-salary benefits)
7. Retirement rules and benefits
8. Monitoring and evaluation of teacher quality
9. Teacher representation and voice
10. School leadership

**To offer informed policy guidance, SABER-Teachers analyses these data to assess how well each system's teacher policies promote student achievement based on the global evidence to date.** Specifically, SABER-Teachers assesses each education system's progress in achieving eight teacher policy goals (Box 2).

### Box 2. Teacher policy goals for evaluation

1. Setting clear expectations for teachers
2. Attracting the best into teaching
3. Preparing teachers with useful training
4. Matching teachers' skills with students' needs
5. Leading teachers with strong principals
6. Monitoring teaching and learning
7. Supporting teachers to improve instruction
8. Motivating teachers to perform

Figure 1. Eight teacher policy goals



**All high-performing education systems fulfil these eight teacher policy goals to a certain extent in order to ensure that every classroom has a motivated, supported and competent teacher.** These goals were identified through a review of research studies on teacher policies, as well as an analysis of policies of top-performing and rapidly improving education systems. Three criteria were used to identify the teacher policy goals, which had to be: (1) linked to student performance through empirical evidence; (2) a priority for resource allocation; and (3) actionable, meaning that they identify actions that governments can take to improve education policy. The eight teacher policy goals exclude other objectives that countries might wish to pursue to increase the effectiveness of their teachers, but on which there is too little empirical evidence at present to allow for specific policy recommendations.

**By classifying countries based on their performance in each of the eight teacher policy goals, SABER-Teachers helps diagnose the key challenges to cultivating effective teachers.** For each policy goal, the SABER-Teachers team identified policy levers (actions that governments can take to reach these goals) and indicators (that measure the extent to which governments are making effective use of these policy levers). Using these policy levers and indicators, SABER-Teachers classifies the progress of education systems towards achieving each of the eight teacher policy goals using a four-tiered scale (latent, emerging, established and advanced). The scale assesses the extent to which a given education system has put in place the type of teacher policies related to improved student outcomes (Annex 1). The main objective of this assessment is to

identify the strengths and weaknesses of the teacher policies of an education system and thus pinpoint possible areas for improvement (Vegas et. al, 2012).

**The main focus of SABER-Teachers is policy design, not policy implementation.** SABER-Teachers analyses the teacher policies formally adopted by a given education system. This type of analysis is an important first step towards strengthening the policy and institutional frameworks that policy-makers most directly control and that influence how well a system functions. At the same time, policies 'on the ground', i.e. policies as they are actually implemented, may differ quite substantially from policies as originally designed. In fact, they often do differ due to the political economy of the reform process, lack of capacity on the part of the organizations charged with implementing them, and/or the interaction between these policies and specific contextual factors. Since SABER-Teachers collects only limited data on policy implementation, the analysis of teacher policies presented in this report should ideally be complemented with other data-gathering efforts that focus on how well teacher policies are actually implemented on the ground.

**This report presents the results of the SABER-Teachers tool as applied in Namibia.** A collaborative effort between the **International Task Force on Teachers for Education 2030, hosted within UNESCO**, and the **World Bank Group's SABER-Teachers initiative** made this report possible. All data collection, related analysis, and report preparations were completed by UNESCO using the World Bank Group's SABER tools. The report describes the performance of the Republic of Namibia's education system (henceforth, Namibia) in achieving each of the eight teacher policy goals. It also contains comparative information from education systems that have consistently scored highly on international student achievement tests and those that have previously participated in the SABER-Teachers initiative. This report has been formally endorsed by the Ministry of Education, Arts and Culture of Namibia. Additional information on the teacher policies in the education systems of Namibia and other countries can be found on the [SABER-Teachers' website](#).

## Country Context

### Economic Context

Namibia has a population of 2.1 million people distributed across a vast geographic area of 824,000 km<sup>2</sup>. In the past decades, Namibia has become an upper-middle income country. It has strengthened its economic and social infrastructure, and its GDP has grown from US\$5,901.04 to US\$9,812 in terms of constant purchasing power parity (PPP) in 2005. In addition, poverty levels have decreased significantly since its independence in 1990 (NSA, 2012). For example, the incidence of poverty went from 37.7 per cent to 18 per cent between 2003/04 and 2015/16, respectively (Vecchi, 2017). However, in spite of these improvements, Namibia continues to be one of the world's most income-skewed countries, and unemployment and housing continue to be key challenges (Vecchi, 2017). In this sense, one of the contributing factors to unemployment is the persistent skills mismatch, as the education system does not graduate students with the skills demanded by the current labour market (Office of the President, 2012).

### Education Context

Having endured a segregated and unequal education system prior to its independence in 1990, Namibia has since devoted, on average, over 20 per cent of the national budget to education each year. Major education goals set in 1993 include: access, equity, quality and democracy (Ministry of Education, Arts and Culture, 1993), and in 1999 a Presidential Commission recommended that the highest priority in the next decade should be 'equity', through the redistribution of educational resources on a per capita basis, which in turn would also bring about improved quality and efficiency (Report of the Presidential Commission on Education, Culture and Training, 1991). More recently, the Vision 2030 Strategy, which guides Namibia's overall development objectives and supports them by medium-term five-year plans, sets a number of targets for the education system, including expanded access to secondary education, improved infrastructure, a fully qualified teaching force, expanded adult and vocational education, and an increased provision of early childhood development.

In spite of these policy goals, a study conducted in 2005 by the World Bank concluded that the education system

was 'too weak to effectively play its expected role. Key weaknesses pertain to poor quality or ineffectiveness, low efficiency, inequalities, low economic relevance, and low capacity for knowledge creation and innovation' (Marope, 2005). These findings resulted in the Education and Training Sector Improvement Program (2005–2020), which aimed at improving the quality, effectiveness and internal efficiency of the education system, while making it more relevant and addressing its persistent inequalities.

Currently, the Namibian education system is comprised of seven years of compulsory education, which includes four years of junior-primary education (Grades 1-4) and three years of senior primary education (Grades 5-7). In addition, students can undergo three years of junior secondary education (Grades 8-10) and two years of senior secondary education (Grades 11-12). After finalizing junior secondary education, students have to pass the Junior Secondary Certificate examination in order to be able to continue towards senior secondary. Nevertheless, this system is currently under revision. Firstly, the government is introducing one year of pre-primary education in Namibia. Secondly, junior secondary education will be reduced from three years to two years and the certification will be abolished, and thirdly, two new examinations will be introduced. In the first year of junior secondary education, students will participate in the National Senior Secondary Certificate (NSSC) Ordinary Level examinations, and in the second year in the NSSC Advanced Level, which is required for admission to South African higher education institutions. Despite challenges, Namibia has increased access to education at all levels in the last thirty years. In 1992, soon after independence, a total of 433,842 learners were enrolled with 80.5 per cent at the primary education level. By 2012, the Namibian system of basic education enrolled 617,827 learners of whom 415,454 (or 67 per cent) were at the primary level. At all education levels, enrolments slightly favour girls. Due to the dispersed population there were 1,723 schools in 2012, of which 119 were private schools with 24,660 teachers, and 63 per cent were women (EdStats 2017).

Similarly, student achievement has improved at all levels. Between 2000 and 2007, almost all Namibian regions experienced improvements in the average reading and mathematics performances of sixth-graders. In 2007, the average reading performance of Grade 6 learners in

Namibia (SACMEQ score of 497) was close to the SACMEQ overall average of 512, whereas the average mathematics performance of Namibia's Grade 6 learners in 2007 was 473, a considerable distance below the SACMEQ overall average of 510. In 2000, SACMEQ II was anchored to a mean of 500 and a standard deviation of 100 (SAQMEC, 2011). Despite the improvement, Namibia's performance in SACMEQ II (2000) and SACMEQ III (2007) scores below Botswana, its neighbour and also a middle-income country with a small population and arid climate, as shown in Tables 1 and 2. Although starting from a low base at the time of independence in 1990, learner performance at secondary level is improving slowly but steadily, as can be seen from junior secondary and senior secondary examination results (Directorate of National Examinations and Assessments, 2015). Tests carried out under the auspices of the Southern and Eastern African Consortium for the Measurement of Educational Quality (SACMEQ) also show an improving trend among Grade 6 learners in Namibia.

**Table 1. Scores for reading in SACMEQ II and III in Namibia and Botswana**

Country	SACMEQ II	SACMEQ III
Namibia	448.8	497
Botswana	521.1	534.6

Source: <http://www.sacmeq.org>

**Table 2. Scores for mathematics in SACMEQ II and III in Namibia and Botswana**

Country	SACMEQ II	SACMEQ III
Namibia	430.9	471
Botswana	512.9	520.5

Source: <http://www.sacmeq.org>

SACMEQ has provided comparative information on Grade 6 teachers who teach reading across fifteen education systems in the Southern and Eastern African sub-region. According to data collected by SACMEQ, the average age of Namibian Grade 6 teachers was 37.1 years, and they had on average 11.9 years of teaching experience, which put them near the respective averages for the sub-region at 36.7 years of age and 12.2 years of experience. Of these Namibian teachers, 62.4 per cent were women, compared to the average of 55.3 per cent for the sub-region. Namibian Grade 6 teachers had an average of 3.2 years of teacher training, comparing

favourably with the best in the sub-region; South Africa and the Seychelles at 3.3 years each. Standardized reading tests were also administered to Grade 6 teachers. In tests conducted in 2000 and 2007, Namibian teachers achieved scores of 728 and 739 (out of 1000), respectively, thus showing a significant improvement over this period. However, their scores were, in both instances, below the sub-regional averages of 734 and 750 (Makuwa, 2011).

In addition, significant achievement gaps remain between students who live in urban areas and those who attend isolated, rural primary schools (Ministry of Education, Arts and Culture, 2015). The dispersed population and communication challenges make it difficult for the Ministry of Education, Arts and Culture to reach underperforming schools in rural areas.

### Teacher Policy Context

Namibian teachers are part of the Namibian Public Service. Under delegation, a committee of the Public Service Commission (PSC) deals with certain administrative matters concerning teachers. The PSC is an independent body established in Articles 112 and 113 of the Namibian Constitution to advise the government on the appointment of public service staff members, and their discipline and remuneration. The Ministry of Education, Arts and Culture is currently considering a new teacher policy whose main purpose will be to professionalize teaching through the establishment of a teaching council. The teaching council will regulate the profession and maintain a register of teachers of good standing. To remain registered, teachers will have to prove from time to time that they have undergone suitable training to upgrade their skills.

The National Professional Standards for Teachers in Namibia is the most important policy document concerning teachers, and it outlines the main characteristics that Namibian teachers should have in order to successfully teach their students. In addition, the Namibian government recently adopted the Human Resource Development Plan and Implementation Strategy for the Namibian Education Sector that focuses on six areas:

- Overall planning and monitoring systems.
- Attracting the right people to work in the sector.
- Effective initial training.

- Appropriate placement of staff in institutions.
- Promoting ongoing professional development.
- Retaining good people in the sector.

## Republic of Namibia's Teacher Policy System Results

### Goal 1: Setting clear expectations for teachers

#### Advanced ●●●●

Setting clear expectations for students' and teachers' performance is important for guiding the teachers' daily work and aligning the resources necessary to help them constantly improve on their instructional practice. In addition, clear expectations help to ensure coherence among the various key aspects of the teaching profession such as initial teacher education, professional development and teacher appraisal.

SABER-Teachers considers two policy levers that school systems can use to reach Goal 1: (1) clear expectations of what students should know and be able to do; and (2) useful guidance on teachers' use of time in order to improve instruction at the school level.

#### Policy

**(1) In Namibia, there are clear expectations of what students should know and be able to do, and of how teachers can help students reach these goals.** The Namibian National Standards and Performance Indicators for Schools describe in detail what is expected of schools and the competencies and skills that students are supposed to learn after completing each grade. Furthermore, over the past two decades, the National Institute for Educational Development (NIED) and the Directorate of National Examinations and Assessment (DNEA) developed a new curriculum for the education system, which is aligned with the national standards and has a learner-centred approach (Ministry of Education, 2010). Similarly, the Teachers' Code of Conduct outlines the basic requirements for teacher behaviour, while the National Professional Standards for Teachers in Namibia approved in 2006 detail the competencies that teachers should possess (Ministry of Basic Education, Sport and Culture, 2004; Namibia Qualifications Authority, 2006).

**(2) Useful guidance is provided for teachers.** Successful education systems such as those of Ontario (Canada), Finland, Japan, South Korea and Singapore devote considerable time at the school level to instructional improvement activities, including collaborative teacher analysis of instructional practice, mentoring and professional development (Darling-Hammond and Rothman, 2011; Darling-Hammond, 2010; Levin, 2008). In addition, these systems tend to devote a smaller share of teachers' time to actual contact with students than do other systems, but a larger share of time to teacher collaboration, on-site professional development, and research on the effectiveness of teaching strategies. Japan, for example, devotes about 40 per cent of teachers' working time to these types of activities, while Ontario currently devotes 30 per cent (Darling-Hammond and Rothman, 2011). In Namibia, teachers are expected to spend 62 per cent of their time teaching (Office of the Prime Minister, 2011a). In the remaining time, primary school teachers are expected to supervise students, grade assessments, integrate difficult student populations, stand in for absent teachers, ensure professional development, mentor and support other teachers, and participate in administrative or management tasks, as approved by the National Professional Standards for Teachers in 2006. In addition, by policy, teachers must collaborate on the school plan, design the curriculum, take part in the internal evaluation activities of the school and participate in extracurricular activities.

#### Implementation

There has been some disagreement between teachers and the education system authorities on whether teachers are required to spend all their time on the school premises. However, anecdotal evidence suggests that teachers are getting used to spending eight hours a day at school, and participating in afternoon activities on the premises. In spite of some progress made, Namibia is a sparsely populated country with hundreds of small and isolated primary schools that are difficult to supervise and support. One study in 2007 suggested that teacher absenteeism is usually high in schools where leadership is weak (Castro, Duthilleul and Caillods, 2007).

## Goal 2: Attracting the best into teaching

### Emerging ●●○○

The structure and characteristics of a teaching career can make it more or less attractive to talented individuals. They may be more inclined to become teachers if they see that entry requirements are on par with those of well-regarded professions in which compensation and working conditions are adequate, and attractive professional development opportunities exist.

SABER-Teachers considers four policy levers that school systems can use to reach Goal 2: (1) requirements for entering the teaching profession; (2) competitive pay; (3) appealing working conditions; and (4) attractive career opportunities.

#### Policy

**(1) Namibian requirements to enter pre-service teacher training could be more stringent.** Education systems where teacher positions are competitive often have rigorous entry requirements. Systems where entry into the profession is most demanding require a research-oriented bachelor's or master's degree. The required level of education for teachers may indicate the attractiveness of the profession. In Namibia, the minimum requirement for appointment as a teacher in Namibia is a three-year Diploma in Education. In fact, soon after Independence, Namibian teachers were required to obtain the three-year Basic Education Teaching Diploma (BETD) at one of the five different teacher education colleges. In 2009, the University of Namibia absorbed four of those teacher education institutions in order to promote quality. Since then, the University of Namibia has been offering a four-year bachelor's degree in education (BEd) for which the minimum entry requirement is 25 points for five subjects in Grade 12 (NSSC), including a C grade in English. Those accepted for the BEd course are also eligible for a loan from the Namibia Student Financial Assistance Fund. However, completing this four-year degree to enter the teaching profession is not yet compulsory. In addition, no interviews or entrance examinations, specifically designed for teacher education programmes, are conducted to select the most adequate secondary education graduates to enter into the teaching profession.

**(2) Teacher compensation appears to be competitive in the Namibian market.** Teachers' salaries are subject to regular negotiations between public sector unions (of which the teachers' union is the strongest) and the Office of the Prime Minister. A 2014 reform of public sector remuneration structures brought about an improvement for teachers. In 2015, the salary of an entry level qualified teacher was approximately US\$16,000 on a yearly basis, which was nearly four times the GDP per capita in Namibia of US\$4,470 (World Bank 2015; Ministry of Education, 2015*b*). However, there is no information available on how teachers' pay compares with that of other professions in Namibia. By policy, Namibian teachers are paid according to their qualifications regardless of whether they are teaching at primary or secondary level.

**(3) Teachers face difficult working conditions.** Working conditions can play an important role in the decision to become a teacher. Talented candidates who have opportunities in other professions may be discouraged from becoming teachers if working conditions are unpleasant, unreliable or unsafe. SABER-Teachers measure working conditions through pupil-teacher ratios to monitor overcrowding and compliance with infrastructure requirements. Although the average class size in primary schools was just below 30 students in 2012, there is variation in class sizes throughout Namibia with some schools – more in urban areas – having close to 40 students per class. In Namibia, there is no record of infrastructure standards, including access to services, school hygiene and sanitation. In 2012, 30 per cent of secondary schools had some teacher housing, 64 per cent of schools had electricity, 76 per cent of schools had toilets for teachers, and 82 per cent of schools had water (Ministry of Education, 2013*b*). Namibia has invested in improving school facilities, especially classrooms. However, investment in infrastructure other than classrooms has lagged behind. In fact, a recent report by the Ministry of Education, Arts and Culture (2014) shows that concentrating the current teacher housing budget of N\$113 million per year on the most remote schools could eliminate the backlog within five years. Access to water and adequate sanitary facilities is considered a national problem and the Ministry is currently designing and implementing policies to address these concerns.

**(4) Namibian teachers have limited career opportunities.** Teachers in most education systems have the opportunity to be promoted to the position of principal at some point in their careers. In addition to these ‘vertical’ promotions, most high-performing education systems also offer ‘horizontal’ promotions to academic positions that allow teachers to grow professionally, yet remain closely connected to instruction instead of moving to managerial positions (OECD, 2012; Darling-Hammond, 2010). In Namibia, teachers are allowed to apply for both academic posts and leadership positions. The career path for Namibian teachers provides for promotion to specialized teacher, head of department, (deputy) school principal, inspector of education or subject advisory teacher, and various management posts at regional and national level.

### Implementation

**The availability of the BEd may have raised the bar and contributed to attracting better-performing high school graduates into the teaching profession.** Given that previously teachers studied for a Diploma with an entry requirement of 22 points in their Grade 12 examination, they now require 25 points to qualify for the BEd. The Ministry of Education is currently implementing a communications campaign to change potential student perceptions of junior primary education as students tend not to opt for this specialization. The profile of teachers entering the profession will in future be monitored in terms of the new Human Resource Development Plan to see if top high school graduates are being attracted to the teaching profession (Fleisch, 2015). Currently, almost all eligible students who apply for teacher education in Namibia are admitted. The number of full-time students in the BEd programme has grown from 2,319 in 2011 to 5,670 in 2015. The first 654 students for the (temporary) Diploma in junior primary education were admitted in 2015, and a further 644 were admitted in 2016. The first 613 students graduated from the new BEd in 2015. The Centre for External Studies (CES) at the University of Namibia admitted 1,496 education students to its distance education programme in 2015 (information supplied by the Faculty of Education at the University of Namibia). However, a recent study has indicated that Namibia will need to recruit on average 1,635 teachers a year over the next twenty years to cope with new enrolments, and attrition and retirement rates (The Aggregate Demand and Supply of Teachers, 2015). Qualified teachers are therefore currently not emerging

in sufficient numbers to fill the expected vacancies, but with some adjustment there could be a closing of the gap in the medium term. In 2012, the number of teachers with three or more years of tertiary education (the minimum requirement to be regarded as qualified) was 20,571 or 83 per cent of the total number of active teachers. The overall annual attrition rate for teachers was 7.3 per cent (but 15 per cent for those with less than Grade 12), while the annual transfer rate for teachers was 7.6 per cent (Ministry of Education, 2013b).

There is currently an extreme shortage of qualified teachers at the entry level of the education system, where there is also a language requirement to facilitate mother-tongue instruction (Ministry of Education, 2013a). Students in the BEd programme have also shown a reluctance to take the pre-primary and junior secondary option in their studies.

## Goal 3: Preparing teachers with useful training and experience

### Emerging ●●○○

It is crucial to equip teachers with the skills they need to succeed in the classroom. Success requires subject matter and pedagogic knowledge, as well as classroom management skills and a great deal of teaching practice. Good preparation puts all teachers on an equal footing, giving them a common framework for improving their instructional practice.

SABER-Teachers considers two policy levers that school systems can use to reach Goal 3: (1) minimum standards for pre-service training programmes; and (2) required levels of classroom experience for all teachers.

### Policy

**(1) There are minimum standards for pre-service teacher education programmes.** Virtually all high-performing countries require that teachers have the educational equivalent of ISCED 5A (a research-oriented bachelor’s degree). Certain systems, such as in Finland, also require a research-based master’s degree (OECD, 2011). In Namibia, the National Professional Standards for Teachers in Namibia provides the framework for teacher education, while the Namibia Qualifications Authority and the National Council for Higher Education regulate teacher education programmes. In 2008,



teacher education was extensively reviewed, resulting in all teacher education being taken over by the University of Namibia in 2010, and the introduction of a newly devised bachelor's degree level training (ISCED 5A) for teachers to replace the previous Basic Education (ISCED 5B) (Ministry of Education, 2013a). The current requirement for a permanent appointment as a teacher is a three-year diploma in education, equivalent to ISCED 5B. However, since 2011, the University of Namibia has been offering a four-year degree in education, equivalent to ISCED 5A. In 2015, as a temporary measure, the University of Namibia also began offering a three-year diploma in education for junior primary teachers, equivalent to ISCED 5B (University of Namibia, 2014). The country is therefore in a transitional phase and in the future, teacher candidates may require a bachelor's degree in education to be considered for a teaching appointment. Teachers at the senior secondary level are supposed to have a four-year degree and an additional year of teacher education. In spite of these requirements, the government recently introduced a temporary three-year diploma course (with a lower entry requirement of 22 points) to tackle the shortage of qualified teachers in the early grades of primary education or junior primary level of education. Only underqualified teachers already working in schools can be enrolled in this course, which is a temporary measure to tackle teacher shortage.

**(2) All teachers are required to have classroom experience.** Practical experience is a critical factor in the preparedness of teachers upon entry. The more teachers are able to test their pedagogical theories, subject-matter knowledge and classroom management skills, the better prepared they are for their careers. Most high-performing systems require teacher entrants to have considerable classroom experience before becoming independent teachers; some of these systems also provide mentoring and support during a teachers' first and even second year on the job (Darling-Hammond, 2010; Ingersoll, 2007). In Namibia, initial education programmes for primary school teachers do not offer practical experience, but those for secondary school teachers do so, lasting for 6 months to a year. In addition, the public service requires that newly appointed teachers should go through an induction process, and regulations also provide for a one-year probationary period that can be extended. National Professional Standards for Teachers of both primary and secondary

provide that teachers are first appointed as intern teachers for two years, with a designated mentor and other support, before being appointed as a licensed teacher for a period of five years. Renewal of the license requires participation in professional development activities.

### Implementation

Although the required level of education to enter the teaching profession is ISCED 5A, teachers with only 12<sup>th</sup> grade of secondary education can teach in practice, given that not enough teachers with the required qualifications are available. Despite the high proportion of unqualified teachers, a state system that had provided in-service training for unqualified serving teachers (the BETD INSET) was closed a decade ago, as there was no further demand for those services. There are currently some unqualified teachers engaged in distance education. For instance, in 2015, the University of Namibia had 1,496 education students engaged in distance education and 88 part-time students (for all courses, not just undergraduate, and not all were necessarily serving teachers). Private and foreign distance education providers are also active in Namibia, including the Institute of Open Learning (IOL) that offers certificate and diploma courses in 'early childhood development'. It should be noted, however, that there is a tendency for unqualified and underqualified teachers to be over 40 years of age (Ministry of Education. 2013b).

Teachers near retirement may not be willing to invest in their own training. However, on 29 February 2016, the government and the University of Namibia announced the introduction of the in-service teacher training diploma for junior primary teachers. Up to one thousand teachers will be admitted every year beginning in April 2016 for the next six years. A combined learning approach will be followed, including face-to-face sessions during school holidays, distance learning and online learning. Student support will be provided through on-site and campus tutors, study groups and a virtual discussion forum (Tjihenuna, 2016). With the previous Basic Education Teacher Diploma too much emphasis was placed on teaching methods and not enough on subject content knowledge. This issue was thoroughly addressed in the design of the new and current Bachelor of Education degree. However, the assessment in the recently accepted Human Resource Development Plan for the education sector is that more

needs to be done concerning the subject knowledge of teachers, as well as the methods for teaching the basic skills of literacy and numeracy (Fleisch, 2015).

## Goal 4: Matching teachers' skills with students' needs

### Latent ●○○○

Ensuring that teachers work in schools where their skills are most needed is important for the equity and efficiency of an education system. First, it is a way of distributing teachers as efficiently as possible, making sure that there are no shortages of qualified teachers in any given grade, education level or subject. Second, it is a means of ensuring that all students in a school system have an equal opportunity to learn. Without purposeful allocation, it is likely that teachers will gravitate towards schools serving better-off students or those located in more desirable areas, deepening inequalities in the education system.

SABER-Teachers considers two policy levers that school systems can use to reach Goal 4: (1) incentives for teachers to work in hard-to-staff schools; and (2) incentives for teachers to teach subjects in which there is a critical shortage of instructors.

### Policy

**(1) Teachers receive only one incentive to work in hard-to-staff schools, and teaching experience and job title are not the only factors considered when deciding transfer priorities.** Attracting effective teachers to schools that are in disadvantaged locations or serve underprivileged populations is a challenge for many countries and often requires a specific set of incentives. In Namibia, qualified teachers willing to work in rural areas, graded in three categories in terms of their degree of remoteness (determined by distance, and access to facilities and utilities), receive an allowance as an incentive to retain them in hard-to-staff schools. These incentives, introduced in 2009, ranged between 5 and 12 per cent of a teacher's monthly salary in 2013 (but it was not linked to inflation and was thus decreasing in value), and cost just under one per cent of the personnel budget for teachers in 2014/15. This is the only incentive in place to attract qualified teachers to teach in hard-to-staff schools, and only teachers with the minimum teaching qualifications can benefit from it.

In the early years of independence, new graduates were placed without a choice, but it was found that teachers assigned in this way usually did their utmost to move to a school of their choice as soon as they possibly could, or else they would resign from service as soon as their contract ended. As a result, current policy in Namibia states that all vacant teaching posts are advertised on an annual basis. All qualified persons may apply for any post, whether it is a new appointment or a transfer. In schools where no qualified candidates apply for a post, an unqualified person is contracted for a year and the post is re-advertised in the next round.

**(2) Namibia does not have formal mechanisms to identify critical-shortage subjects and there are no incentives for teachers to teach such subjects.** Most education systems have at least some subjects for which there is a critical shortage of teachers, that is, too few teachers to meet students' needs. Successful systems develop policies and incentives that encourage teachers to teach these subjects. Monetary bonuses, scholarships and career opportunities are all examples of these incentives. Namibian Public Service Rules allow for the payment of salaries above the set grades for categories of staff that are scarce or hard to recruit. However, no incentives are currently in place to attract teachers to areas of specialization that are scarce. The incentives that apply to working in a geographically isolated area do not apply to specific subject knowledge. An efficient model for predicting teacher supply and demand would need to be in place before the government could embark on the provision of incentives for teachers who teach critical shortage subjects. Such a model is currently under development.

### Implementation

**A recent evaluation of the incentive system has shown that the incentives are generally well accepted.** While the incentives may have contributed to attracting or retaining more qualified teachers in remote schools, such schools have not improved their ability to raise student learning outcomes, e.g. to increase promotion rates and improve their performance in school examinations, except to some extent the small number who do obtain the higher grades (Table 3 shows the learner-teacher ratios, attrition rates and transfer rates for the then 13 regions of Namibia in 2012). The study found that housing and living conditions in remote schools were extremely important for teachers, and that many felt

that these conditions should be improved (Ministry of Education, Arts and Culture, 2014). In addition, the recently adopted Human Development Plan for the Namibian education sector aims at improving teacher assignments and ensuring that remote schools receive qualified teachers.

**Table 3. Learner-teacher ratio, attrition rate and transfer rate**

Region	Student-teacher ratio	Attrition rate	Teacher transfer rate
Namibia	25.1	7.3	7.6
Zambezi	21.4	9.8	7.2
Erongo	25.1	13.7	8.3
Hardap	25.9	12.6	11.4
Karas	24.3	14.9	11.4
Kavango	26.9	15.9	6.5
Khomas	24.6	20.3	3.4
Kunene	24.3	14.7	7.4
Ohangwena	26.5	19.5	7.0
Omaheke	26	13.3	9.8
Omusati	23.8	8.3	8.4
Oshana	23.7	11.2	6.8
Oshikoto	25.1	11.1	11.0
Otjozondjupa	27.6	14.5	8.0

Source: EMIS, 2012

## Goal 5: Leading teachers with strong principals

### Latent ●○○○

The quality of school heads is an important predictor of student learning. Capable principals act as instructional leaders, providing direction and support to teachers in order to improve instructional practice at the school level. In addition, capable principals can help attract and retain competent teachers.

SABER-Teachers considers two policy levers that school systems can use to reach Goal 5: (1) investment by the education system in developing qualified school leaders; and (2) the decision-making authority given to school principals to support and improve instructional practice.

### Policy

#### (1) Education programmes for principal professional development exist but participation is not required, and no incentives are in place to reward performance.

Research from high-performing education systems suggests that principals can develop leadership skills through supported work experience or specific training courses. For example, the systems of Japan, South Korea, Shanghai (China) and Singapore all require that applicants for principal positions participate in specific coursework and/or a specialized internship or mentoring programme designed to develop essential leadership skills (OECD, 2012; Darling-Hammond, 2010). Namibian school principals are not required to have a qualification in education management. The Ministry is, however, currently considering the introduction of such a requirement. In addition, successful school principals may receive informal recognition and prestige by the community, but there are no monetary incentives in place for principals who perform well. Principal salaries were recently substantially improved as a result of the restructuring of public service remuneration structures.

#### (2) School principals have decision-making authority to support and improve instructional practice.

Once education systems have qualified principals in place, they need to focus on improving classroom instruction (Barber and Mourshed, 2007). High-performing education systems such as those of Finland, Ontario (Canada) and Singapore consider their principals to be instructional leaders. They are expected to be knowledgeable in teaching and curriculum matters, as well as provide guidance and support to teachers. Principals in these systems evaluate teachers, provide feedback, assess their school's needs for professional development, and direct instructional resources where they are most needed (Darling-Hammond and Rothman, 2011). Namibian principals are expected to be instructional leaders in their schools, i.e. to be able to evaluate the effectiveness of teachers and provide guidance for teaching the curriculum as well as other teaching tasks. However, there are no explicit, prescribed guidelines or instructions on how principals should comply with these responsibilities. The National Professional Standards for Teachers, for instance, has not been used systematically to guide principals in evaluating individual teacher competencies or in identifying areas for further attention and training, although one such

instrument has been prepared but not enforced. Some regional offices have set targets for schools in terms of expected improvements in examination results, but it is not clear how these targets were defined or what the follow-up has been.

### Implementation

**Since Independence in 1990, there have been a number of donor-funded projects to train school principals, and a full-time course is also available at the University of Namibia.** The various projects to improve school management have, however, not reached all principals. Moreover, there is evidence from SACMEQ data of declining participation in management training for school principals. In 2007, 62.9 per cent of Namibian Grade 6 school principals had attended a management course compared with 78.2 per cent in 2000. There was a similar decline in the Southern and Eastern African sub-region as a whole, from 78.7 per cent in 2000 to 68.7 per cent in 2007. The same data set shows an increase in the proportion of women school principals for Grade 6 learners, from 29 per cent in 2000 to 41.6 per cent in 2007. For the sub-region as a whole, the proportion of women principals increased from 32.6 per cent to 36.6 per cent. In 2007, 33.8 per cent of Namibian school principals for Grade 6 learners had a university education, which is higher than the 23.7 per cent for the sub-region as a whole. Namibian school principals in this group had on average 9.9 years of experience as a school principal (compared to 8.9 years for the sub-region) and were teaching for 11.6 hours per week compared with 8.1 hours per week for the sub-region, which may reflect the fact that schools in Namibia are smaller on average. In schools with only a few teachers, the principal is required to teach some hours, depending on the size of the school. In 2007, 21.4 per cent of Namibian schools involved in SACMEQ had been subject to a full inspection that year or the year before, compared with 45 per cent of schools for the entire sub-region (Hungu, 2011).

In 2016, a study of 12 high-performing primary and secondary schools in Namibia serving poor communities concluded that, 'the key is that they have a principal who acts as a role model and ensures that the school community is protected against external challenges, fosters a strong team spirit which celebrates high performance and time on task, and aims at constant improvement. Perhaps most encouraging is that these schools are staffed by patently normal staff; they do not

stand out in the classroom as being excellent or even innovative educators. What makes them and their schools' principals extraordinary is how they approach their work, their dedication and their sense of being a successful education community.' (Mzabalazo Advisory Services, 2016). The dispersed population and the challenges of communication make the leadership qualities of the school principal very important in terms of improving learning outcomes (Mzabalazo Advisory Services, 2016).

## Goal 6: Monitoring teaching and learning

### Latent ●○○○

It is essential to assess how well teachers are teaching and whether students are learning in order to devise strategies to improve both processes. First, education systems must identify poorly performing teachers and students before they can provide struggling classrooms with the adequate support they need. Second, teacher and student evaluations help identify good practices, which can be shared across the system to improve school performance.

SABER-Teachers considers three policy levers that school systems can use to reach Goal 6: (1) availability of data on student achievement; (2) adequate systems for monitoring teacher performance; and (3) multiple mechanisms for evaluating teacher performance.

### Policy

**(1) Data on student achievement are available and are used to inform teaching and policy.** All high-performing education systems monitor student performance to inform teaching and teacher policies, but they do so in very different ways. They may conduct large-scale system-wide assessments, student evaluations (by teachers), or use other standardized student learning methods. Regardless of the mechanisms used, high-performing systems ensure that three main functions are fulfilled:

1. The education system collects complete and relevant student achievement data on a regular basis.
2. Public authorities have access to these data and use them to inform policy-making.
3. A feedback mechanism shares these data and relevant analyses at the school level, which is then

used by teachers to improve their instructional practice.

In Namibia, student learning is assessed nationally through the following:

- The National Standardized Achievement Tests (SATs) are applied to fifth and seventh grade students. At Grade 5, English and mathematics are tested, and at Grade 7, English, mathematics and science are tested. These are diagnostic tests; detailed results are made available to every primary school but not to individual learners.
- The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEC) uses standardized tests at Grade 6, and they are conducted periodically in reading and mathematics in 16 countries.
- The Junior Secondary Certificate at Grade 10 (to be phased out in 2018).
- The National Senior Secondary Certificate at Ordinary and Advanced levels at Grade 12 (to be taken at Grade 11 and 12 from 2020 onwards). This examination is moderated by Cambridge International Examinations. Namibia has also made use of Early Grade Reading Assessments in some regions.

A wealth of information on learner achievement is therefore available to the general public, schools and decision-makers, and is widely disseminated throughout the system. By policy, results should also be used to inform lesson plans and improve teaching.

**(2) No mechanisms exist to monitor teacher performance in Namibia.** Although no policies are currently in place to assess Namibian teachers, it is expected that with the implementation of the Human Resource Development Plan for the Namibian Education Sector, chains of accountability will be built up, including accountability by parents and school communities.

**(3) In Namibia, there are no systemic mechanisms in place to evaluate teacher performance.** Most high-performing systems conduct teacher evaluations using multiple data collection mechanisms and varied assessment criteria. Ideally, a comprehensive teacher evaluation framework combines student results, teacher portfolios, classroom observations, and student/parent

feedback. International experience and research both indicate that none of these approaches taken separately produce a balanced and objective evaluation of teacher performance.

### Implementation

**Namibian teacher education includes an assessment of learners. Selected teachers from all regions are trained and involved in question-setting for national tests and examinations.** The publication of national examination results by region and by school has created a culture of competition between regions with surprising results. For example, some rural regions now outperform urban regions at the secondary level. However, although a significant amount of information is made available to each school, teachers rarely use SAT findings to inform teaching and improve student learning.

### Goal 7: Supporting teachers to improve instruction

#### Latent ●○○○

Support systems help improve instruction at the school level. In order to continually improve their practices, teachers and schools need to be able to analyse the specific challenges they face in classroom teaching, access information on best practices for addressing these challenges, and receive specific external support tailored to their needs.

SABER-Teachers considers three policy levers that school systems can use to reach Goal 7: (1) opportunities for teacher professional development; (2) collaborative professional development that focuses on improving instruction; and (3) assignment of professional development training on the basis of perceived need.

#### Policy

**(1) Opportunities for professional development exist in Namibia, but they are not compulsory.** The Namibian Public Service requires that Ministries must have training plans for their staff members (Office of the Prime Minister, 2006). Within the framework of such plans, staff members may receive formal and non-formal training free of charge. Paid study leave (normally ten days per year that can be accumulated) is also provided, as is unpaid study leave. There is, however, at present no statutory requirement that mandates teachers to engage

in professional development. In 2011, the Continuing Professional Development (CPD) Unit was established at the University of Namibia (UNAM) with the mandate to:

- Provide leadership in the establishment of a coordinated and seamless CPD system for Namibian teachers.
- Facilitate the identification of priorities for CPD and ensure coordination and collaboration in planning, designing, developing and implementing CPD programmes and activities.
- Develop and implement a credit hour award system for CPD recognized by UNAM, and design and manage a database of credit hour accumulation by educators.
- Provide rigorous and sustained monitoring and evaluation of all CPD programmes and activities to inform CPD planning and decision-making.
- Facilitate capacity-building of partner institutions.

The Ministry of Education, Arts and Culture – in accordance with the National Professional Standards for Teachers – is currently considering the establishment of a council for teachers that will regulate the teaching profession. This council has proposed to create and regularly update a teacher registry where teachers will have to periodically prove their engagement with a certain amount of relevant professional development.

The Ministry carries out various in-service training activities for teachers, for instance, to introduce new curricula. It has also entered into a contract with the University of Namibia, which established the Continuing Professional Development Unit, to carry out training activities prioritized at national, regional and local levels. Induction and mentoring are not currently carried out in accordance with the prescribed methods. The English Language Proficiency Programme (ELPP) tested all teachers to establish their level of English, and it provided relevant study materials to teachers based on their level, after which a further round of testing was carried out.

**(2) Teacher professional development activities are collaborative and focused on instructional improvement.** Research suggests that effective teacher professional development is collaborative and provides opportunities for in-school analysis of instructional practice. As mentioned earlier, high-performing education systems such as those of Japan and the city of

Ontario (Canada) devote as much as 30 per cent of teachers' school time to professional development and instructional improvement activities. These activities include observation visits to other schools and participation in teacher or school networks, as well as engaging in research, mentoring and/or coaching. The previously mentioned *Study of Positive Deviant Schools in Namibia* suggests that collaborative instructional development among teachers is highly dependent on the exemplary leadership of the school principal (Mzabalazo Advisory Services, 2016). In some cases, teachers with similar interests are brought together through the cluster of 4–8 neighbouring schools to which they belong. The National Standards and Performance Indicators for Schools require schools and communities to develop an improvement plan based on these national standards. There is also collaboration among teachers through curriculum panels under the National Institute for Educational Development. The Ministry and the University of Namibia have recently collaborated to create a virtual network of teachers, the Kopano Education Forum.

In Namibia, besides school-level professional development and mentoring activities, some schools have also organized improvement schemes at cluster level (usually 4–8 schools grouped at a local level). The clustering of schools was developed first as an administrative and communication device, and was extended to include professional development at a local level. A national policy on school clustering is still being developed.

**(3) Teacher professional development is not assigned based on perceived needs.** Although it is assumed that school principals take remedial action when a teacher does not perform to expectations, there is no prescription of what actions should be taken and no systematic information on what should be done or not by principals, except in extreme cases where disciplinary action is indicated. Since there is neither a formal system to assess teacher performance nor recordkeeping of teacher evaluations, assignment of professional development is not based on performance. The Namibian Government is currently introducing a system-wide performance management system (Office of the Prime Minister, 2011b) for all public servants, which is also being implemented in education through the Human Development Resource Development Plan. As noted, the

National Professional Standards for Teachers provide a sound basis that could be used for the structured assessment of teacher performance and their professional development needs.

### Implementation

**A number of teachers do engage in distance education to improve their qualifications using both state and private institutions.** As private bodies are involved and teachers pay their own way, it is unfortunately not possible to know the extent of such studies. Occasionally, these studies are funded by the individual in the expectation of increased earnings or promotion as a result of the qualification obtained.

A promising model for the relevant professional development of teachers recently emerged from a UNESCO project in Namibia. University lecturers, Ministry officials and education students were involved in the action research programme in 28 schools. Through careful observation of literacy teaching practices in the schools, key skills that required strengthening were identified; this was followed with the development of a box of learning resources, as well as a mentoring process for teachers to help them adopt new methods and approaches (UNESCO, 2014).

## Goal 8: Motivating teachers to perform

### Latent●○○○

Mechanisms that adequately motivate teachers enable school systems to show their seriousness in achieving education goals, making a teaching career attractive to competent individuals, and rewarding good performance while ensuring accountability.

SABER-Teachers considers three policy levers that school systems can use to reach Goal 8: (1) initiatives that link career opportunities to teachers' performance; (2) mechanisms that hold teachers accountable; and (3) performance-based compensation.

### Policy

**(1) Open-ended appointments are linked to teacher performance, but promotions are not.** To ensure teachers are capable before granting them long-term contracts, authorities need both a probation period upon initial hires and the right not to offer long-term contracts

to teachers who do not perform during the probation period. In Namibia, newly appointed teachers are subject to a one-year probationary period under the terms of the Public Service Regulations. If their performance is not up to expectations, their employment can be terminated or a further period of probation imposed (Office of the Prime Minister, 2011a). Teachers seeking promotion or transfer opportunities must go through a competitive selection process, including an interview. By policy, this interview should assess a teacher's past performance in order to grant a promotion. However, since teacher evaluations do not exist in Namibia, the mechanisms through which a teacher's performance is assessed are unclear.

**(2) There are some mechanisms to hold teachers accountable.** Requiring teachers to meet certain standards in order to remain in the profession can facilitate the removal of ineffective and/or dangerous teachers. SABER-Teachers measures whether teachers may be dismissed for misconduct, child abuse, absenteeism or poor performance. In Namibia, teachers are subject to disciplinary measures in terms of public service rules for misconduct, which include incompetence (Office of the Prime Minister, n.d.). The Industrial Relations Unit within the Ministry also follows up on all such cases.

**(3) Teacher compensation is not linked to performance.** To align teacher incentives, systems that are most effective at motivating teachers provide incentives to perform well (e.g. performance bonuses). The Namibian Public Service does have provisions in place to pay bonuses to staff members who perform exceptionally well. An application must be written and submitted to the Public Service Commission to justify such action.

### Implementation

Although probationary periods for teachers exist in Namibia, in practice, only serious misconduct or incompetence would result in a teacher not being appointed following his or her probationary period. Most teachers are in fact appointed and granted tenure. Similarly, although provisions exist to fire teachers who are guilty of misconduct, in practice, this rarely happens.

Along these lines, applications for special performance bonuses for teachers are seldom submitted. No case of a teacher being paid a bonus for exceptional performance

could be traced over the last five years. In order for it to happen, funds also have to be available. However, although there are no national level policies that offer incentives to top-performing teachers at the regional level, some Regional Councils have given awards or recognized schools that excel in national secondary school examinations.

## Policy Implications

This SABER country report has offered a snapshot of Namibia's key teacher policies and how they compare with those of top global performers in education. This section presents some policy implications for the further improvement of the teacher policy framework. These recommended measures are derived from the above analysis and interviews conducted in Namibia. Policy suggestions are provided only to some of the priority areas.

### Matching teachers' skills with students' needs (Goal 4)

Given the extreme levels of inequality of access to quality education that exist in Namibia, the education system must take all possible measures to achieve a more equitable provision of education to disadvantaged communities. Incentives are in place to attract or retain teachers at rural schools, but the following incentives could bring about further improvements:

- Increase incentives for teachers who teach in the most vulnerable schools (Category 1) to attract more qualified teachers to the most vulnerable schools.
- Convert student loans, which teaching students receive from the government, into a bursary if beneficiaries commit to initially teach in remote schools.
- Sign contracts between the Ministry of Education, Arts and Culture and young unqualified or underqualified teachers in remote schools to provide them with scholarships for the full-time study of education, under the condition that upon completion of the teaching programme they return to and remain in their schools for the same number of years as their training period.
- Provide more teacher housing in remote schools, giving priority to the most remote schools (Category 1 schools).

- Expedite the establishment of a model to predict teacher demand and supply by the government.
- The government could offer, for a fixed period, monetary incentives to teachers with a proven track record and qualifications in scarce skills or subjects to teach in rural schools.

### Leading teachers with strong principals (Goal 5)

Given the dispersed nature of the Namibian population, the school leader's role is important because they are the sole source of support services for teachers who work in isolated areas. Some policy options to advance towards the achievement of this goal may include:

- Commission a Namibian institution (e.g. university or teacher training centre) to offer a school management certification through both face-to-face and distance learning. If necessary, this could be done in collaboration with a foreign education institution, for instance, using materials under license.
- Subsidize principal training programmes and additional professional development.
- Increase the requirements to apply for school leadership positions, including that all principals should be certified in school management (or equivalent).
- Require in-service school principals to obtain the school management certification within a fixed period of time.
- Evaluate past principal training programmes to assess their impact and inform new training practices and programmes.

### Monitoring teaching and learning (Goal 6)

Although Namibia has established systems to monitor student learning, mechanisms in place to assess teacher performance are limited. This is true even when National Professional Standards for Teachers and relevant sources of information exist (e.g. data on student performance is widely available). Policies to advance in this policy goal may include:

- Develop a regulation to establish a mechanism and criteria to assess teachers.
- Develop a comprehensive teacher evaluation framework with different mechanisms that combines student learning results, teacher



portfolios, classroom observations and student/parent feedback.

- Identify agencies within the education system who can be responsible for the implementation of the regulation, and thus develop and conduct teacher assessments on a regular basis. For instance, these tasks could be assigned to the teaching council, which will soon be created.

### **Supporting teachers to improve instruction (Goal 7)**

The government and the University of Namibia (UNAM) have already established the Continuing Professional Development Unit (CPD) at UNAM.

- Make a certain amount of professional development conducted by UNAM compulsory for all teachers.
- Consider strengthening the CPD Unit at UNAM to ensure that forthcoming teacher assessments lead to the provision of relevant training, coaching and mentoring.
- Replicate evidence-based models of collaborative action research (UNESCO, 2014).
- Create an integrated system of teacher performance that includes adequate monitoring and evaluation mechanisms linked to career progression and aligned with support through tailored professional development.

### **Motivating teachers to perform (Goal 8)**

Incentives, recognition and awards can act as a powerful motivating factor for teachers struggling under challenging circumstances. Policy recommendations under this policy goal may include:

- Use National Professional Standards for Teachers, as well as other instruments, to identify high-performing teachers, and reward them with bonuses per region and education level.
- Establish public-private partnerships to grant awards (monetary, in-kind and non-monetary) to outstanding teachers, principals and schools, especially for those in rural and vulnerable areas.
- Develop communication campaigns to make the information on awards publicly available to all teachers and schools. In particular, disseminate winners' best teaching practices.

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## Annex 1: SABER-Teachers Ratings

The SABER-Teachers team has identified policy levers (actions that governments can take) and indicators (that measure the extent to which governments are making effective use of these policy levers) for each of the eight policy goals referenced in this country report. For example, for Teacher Policy Goal 1 ‘Setting Clear Expectations for Teachers’, the SABER-Teachers team has identified the following policy levers and indicators:

**Table A1.1 Setting clear expectations for teachers**

Policy Levers	Indicators
A. Are there clear expectations for teachers?	1. Are there standards for what students must know and be able to do?
	2. Are the tasks that teachers are expected to carry out officially stipulated?
B. Is there useful guidance on the use of teachers’ working time?	1. Are teachers’ official tasks related to instructional improvement?
	2. Does the statutory definition of working time for primary school teachers recognize non-teaching hours?
	3. What is the share of working time allocated to teaching for primary school teachers?

In the country report, each goal is defined in the first paragraph of the section relating to that goal. Policy levers for achieving that goal are identified in the second paragraph. The remaining text in each section provides details about the indicators that measure each of the levers.

Using the policy levers and indicators, the SABER-Teachers tool evaluates the performance of an education system on each of the eight teacher policy goals using a four-tiered scale (latent, emerging, established and advanced) that describes the extent to which the system has established teacher policies associated with improved student outcomes.

This four-tiered rating system represents a continuum of education systems, from education systems with no teacher policies at all (or, in some cases, policies that are detrimental to the encouragement of learning) to more comprehensive, developed systems with teacher policies oriented towards learning. SABER-Teacher ratings can be defined in the following manner:

- Advanced systems, rated on a particular policy goal, have established multiple policies conducive to learning for each policy lever used to achieve that goal.
- Established systems have at least one policy and/or law in place that uses those policy levers.
- Emerging systems have only some appropriate policies in place to achieve the policy goal.
- Latent systems have no or few teacher policies.

See Vegas et al. (2012) for more details about these definitions, as well as a detailed review of the policy levers and indicators used by SABER-Teachers.

**The Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all stakeholders in educational results—from administrators, teachers, and parents to policy-makers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are geared toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of teachers. It was produced by the International Task Force, hosted within UNESCO, on Teachers for Education 2030 with support from staff of the World Bank Group.

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